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ABSTRACT

This working paper was prepared by the Council of Europe Programme Adviser for Pre-School Education for a symposium on "the integration of migrant children into pre-school education". The symposium aimed to identify and suggest appropriate pedagogical measures which should be taken to facilitate and improve the integration of migrant children into preschool education. The activities of the council of Europe in this area during 1970 to 1974 are discussed as well as four case studies on aspects of the compensatory role of preschool education. In addition, there are sections on preschool education in the Netherlands, France, Sweden and The Federal Republic of Germany. These sections include information on the way preschool education operates, general trends in the respective countries, and government policy, focusing particularly on the problem of migrant children. The paper concludes with an outline of the main problem areas to be discussed at the symposium. (MS)

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THE INTEGRATION OF MIGRANT CHILDREN INTO PRE-SCHOOL EDUCATION

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Committee for General and Technical Education
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COMMITTEE FOR GENERAL AND TECHNICAL EDUCATION

Symposium on
"The integration of migrant children into pre-school education"

Berlin, 6 - 11 December 1976

Working paper prepared by the
Council of Europe Programme Adviser
for Pre-school Education

on

"The integration of migrant children into pre-school education"

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i. Migrant children of pre-school age in the Inter-Governmental work programme of the Council of Europe

The right of migrant children to pre-school education and their need for such education have been the subjects of various Council of Europe recommendations.

Resolution No. 3 adopted at the 6th Conference of the European Ministers of Education (Versailles, 1969) was concerned with the nursery school and primary school in relation to the demands of educational opportunity for all. In response to that resolution, the Council of Europe has undertaken several activities aiming at a wide-ranging exchange of information on pre-school education between member States of its Council for Cultural Co-operation.

At the first pre-school Symposium, which was held in Venice in 1971, it was recommended that member States should urge migrant parents to send their children to a pre-school establishment as early as possible and should take steps to encourage migrants to learn the language of the host country.

In 1974, the Council of Europe and the Standing Conference of European Ministers of Education organised the "Ad Hoc Conference on the Education of Migrants". In its Resolution No. II, the "Ad Hoc Conference" considered pre-school education as the outstanding factor in the integration of migrant children into the host community and, therefore, recommended with regard to pre-compulsory and compulsory education that migrant children should be treated on a strictly equal footing with the children of the host country. The Conference emphasised the need to provide bi-cultural education for migrant children, including those born in the host country, and stressed that one should not strive solely for their rapid integration into the host country's education system.

In Resolution No. 2 of their ninth Conference (Stockholm, 1975), the European Ministers of Education commended to member States the conclusions of the "Ad Hoc Conference". They recommended that member governments should, to the greatest possible extent, initiate and/or promote practical arrangements designed to guarantee and/or promote access to education and equality of opportunity and to give migrant children, through the necessary incentives, an opportunity to acquire an adequate knowledge of the language and culture of both the host country and the country of origin, with a view to developing their personalities. The demand for the integration of migrant children, which differs from assimilation in that it concedes to foreigners their specific cultural features, has since been highlighted by the Council of Europe's Conference of Local and Regional Authorities in Europe (April 1976), the European Ministers responsible for Cultural Affairs (Oslo, June 1976), as well as by the Council of Europe's Parliamentary Assembly at its session in September 1976.

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The Symposium in Berlin aims to identify and suggest appropriate pedagogical measures which should be taken to facilitate and improve the integration of migrant children into pre-school education. Studies on the various factors which influence such integration in four member States have been undertaken by France, the Federal Republic of Germany, the Netherlands and Sweden. They are submitted to this Symposium together with this preliminary report which is based on the main conclusions of these studies. The "Ad Hoc Conference" in 1974 reflected the conviction that the time has come to move on from analysis and appraisal to the wide-spread application of practical measures. By reviewing these studies, by exchanging ideas in discussion, and challenging presumptions, the Symposium may arrive at a re-inforced motivation for the application of such practical measures.

ii. Definition : Pre-school education

For the purpose of the Council of Europe's project on pre-school education, pre-school education has been defined as:

a. all influences by institutions, other than the family, on the child of pre-compulsory school age;

b. provided by central, regional or local authorities or other agencies - church, private groups, etc.;

c. predominantly of an educational nature with social and or health and welfare aspects;

d. full-time or part-time.

I. The CCC's activities in the field of pre-school education : Results

Many problems encountered when dealing with pre-school education for migrant children are not specifically linked to the migration factor, but, nevertheless, are of prime importance for the education of the migrant child. Therefore, account should be taken of the other parts of the pre-school programme of the CCC and their results.

In response to the Venice resolution, the CCC member states agreed to exchange information on experiments and innovations in member states, so as to stimulate, support and make known all action which encourages the expansion of pre-school education and reforms which will ensure that it becomes an effective instrument for social justice and an integral part of permanent education.

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1.1 Activities 1970 - 1974

Once pre-school education had thus been recognized as an integral part of an overall education system, a series of activities was launched by the Council of Europe between 1970 and 1974.

In 1970, Dr. Tessa Blackstone prepared a study on the pre-school aspects to be included in a model of permanent education. This study served as the background document for the first pre-school symposium on "Pre-school education - aims, methods and problems" (Venice, October 1970). In Venice an attempt was made to see what policies the member states were pursuing and to pin-point the trends emerging in the discussion of the aims and content of pre-school education. (See report CCC/EGT (71) 46).

Taking this as a basis, a general socio-pedagogic aim for pre-school education in CCC member states - irrespective of varying national conditions - and which serves as a base for all the CCC's work in the field of pre-school education can be defined as follows :

> to develop the child's personality, both as a separate entity with its own characteristics, and with regard to the child as an individual with an active part to play in society and in the historic evolution of culture and civilisation.

In the same year (December 1971), a second symposium was held in Jyväskylä, Finland, at which consideration was given to the priority problems connected with pre-school education considered from the point of view of research. The Jyväskylä Symposium brought together educational researchers and administrators of member states of the CCC in order to promote closer collaboration between researchers and governmental representatives. The Council of Europe's Documentation Centre for Education in Europe edited the report of this symposium : Research into Pre-school Education, Jyväskylä 1971. One of the main conclusions of this first exchange of information was that pre-school education would greatly profit if the impact of research on the implementation of early childhood educational strategy could be improved.

The Council of Europe's Educational Research Committee sponsored another symposium on research in the field of pre-school education at Ghent University in September 1973 on the topic "The socio-culturally handicapped - from compensatory to individualised education : a development of concepts with particular regard to pre-primary and primary education". This symposium was followed by a workshop on "Compensatory Education" (Strasbourg 1974).

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A Working Party of researchers contributed to the comprehensive report on "Problems in the Evaluation of Pre-school Education", Strasbourg 1975. The national surveys of current evaluation research in different European countries give background information on existing provision of pre-school education, underlying educational philosophy, and important sociological and historical factors. The major part of the papers is devoted to a review of evaluation studies, both those evaluating general pre-school curricula and those assessing more specific programmes, and taking into consideration process evaluations as well as short- and long-term effects.

Among the recommendations made at the Venice Symposium, those referring to teacher training and early bilingualism were discussed at three symposia held in 1972 and 1973. The Turku Symposium on the "Connection between the teaching and learning of the mother tongue and the teaching and learning of other modern languages" came to the conclusion that, in principle, it is best to start learning a foreign language as early as possible -either partly or completely parallel with the mother tongue. The aim of the Wiesbaden Symposium on "The early teaching of a modern language" (DECS/EGT (72) 100, 102) was to supply member states with an objective technical dossier on which they could base their future policy.

The main aims of the Leiden Symposium on the "Training of teaching staff engaged in pre-school education" in October 1973 (CCC/EGT (73) 22) were to define current problems in the initial and further training of teaching staff, to identify the main trends in this training for the next five to ten years, and to draw up conclusions on the problems and trends mentioned. The main conclusions are summarized as follows :

The eminent dignity of the functions of the future pre-school teacher was recognized. This had implications for both the recruiting of candidates and the level at which basic training begins.

The permanent education aspect of training was stressed.

In order to promote the link between pre-school and primary education, future primary school teachers should receive part of their practical training in pre-school establishments and vice versa.

The social aspect of pre-school education and its consequences for the teacher's training were strongly emphasized. The training should be open to the outside world and initiate the future teachers in the social aspects of pre-school education. Specialists in all questions concerning the life of young children (teachers, sociologists, doctors, social workers, architects, parents etc.) should be associated with the general preparation of training courses.

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Exchange of pre-school teachers between member states was recommended. The latter resulted in a survey which the Division for Higher Education and Research is preparing on the "Equivalence of Diplomas of Staff engaged in pre-school education".

I.2 Conclusions drawn from the Council of Europe's activities on pre-school education.

The evaluation of these first activities by a group of experts led to the planning of an intensified pre-school project for 1975-77, containing the following elements which had been identified by member states as the priority topics :

- the compensatory role of pre-school education;
- the link between pre-school and primary education;
- pre-school education in sparsely populated areas;
- pre-school education for migrant children;
- co-operation between parents, pre-school and the community.

a) The compensatory role of pre-school education

Four case-studies have now been published. The titles are :

i. children with congenital or acquired defects in perception or motor control, Author : Professor H. Wolfgart, (Federal Republic of Germany) ;

ii. mentally deficient children, Author : Mrs. B.M. Watson (United Kingdom) ;

iii. children from socio-culturally and economically deprived backgrounds, Author : Professor W. de Coster (Belgium) ;

iv. children from families with human difficulties, Author : Professor U. Dell'Acqua (Italy).

These studies are of direct interest for the migrant subject because, on one hand, some educationists have believed that migrants constitute just another group of children in need of compensatory programmes - and this belief has largely influenced teachers' attitudes - and, on the other hand, because the discussion on compensatory education itself has undergone a fundamental change.

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In his study De Coster characterises this in the following way :

> "Thus we pass from specific compensation to general, but systematic stimulation and then, in the end, to a new concept of pre-school education". (CCC/EGT (75) 24 p. 7).

Though de Coster's study deals specifically with culturally-deprived low-income families, his following statement may very well apply to other "culturally different" populations :

> "The campaign to provide stimulation is hindered by the fact that one does not always have precise knowledge of the nature of socio-cultural disadvantages, the characteristics of the environment or the psychological peculiarities of the child from that environment" (ibid. p.3).

In drawing attention to the fact that the type of experience acquired in a so-called underprivileged environment may not always be properly assessed by instruments devided from traditional culture, he concludes that :

> "It is not enough to adjust and educate underprivileged sub-groups. If they are to participate in culture, culture must also be adjusted to integrate and give more weight to the various "sub-cultures".
>
> "Educationally, this means that one must not simply adjust and prepare the child for school, but that the school must also become adjusted and provide variegated education".

De Coster considers as the main instrument for such an approach : teacher training in practical psychology centred on human contacts, which must be made explicit and must precede teacher training in the narrow sense.

De Coster's plea for a comprehensive programme of action is fully backed up by Dell'Acqua's analysis, in his study on children from families with human difficulties. But Dell'Acqua arrives at the conclusion that "it is of the utmost importance that the day-nursery, the nursery school and primary school become environments which at least supplement, if not actually replace, the home environment. They should be the scene of a continuous dialogue between reflection and practise, research and action, conducted via inter-disciplinary teams". (CCC/EGT (76) 5 p. 59).

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The expression "team" implies "educational communities" which according to Dell'Acqua "match the requirements of the disadvantaged, who have collective needs calling for both research and teaching and, at the same time, individual needs, which may be relational, social or technical", (p.60).

These two pre-school studies have met with great interest in member states, and the Council of Europe has commissioned a text on the practical implications for teachers which emerge from the studies.

b) The link between pre-school and primary education

Whenever experts and researchers have met to discuss general or specific problems connected with pre-school education in Western European countries, a new concept of pre-school education has been envisaged in the long term. Any such concept is not limited to an exact age-range, and makes definite demands on the nature of education at primary level. This general conclusion can be drawn from the activities concerned with the link between pre-school and primary education.

In 1975 the Council of Europe gathered material from all CCC member States on the relationship between pre-school and primary education and on measures which have been or could be introduced to improve the passage from one institution to the other. The analysis of the information received (see DECS/EGT (75) 91) can be summarised in the following statements:

* Though at the level of policy formulation pre-school provision for all is recognised as an integral part of the educational system in the majority of European countries, its general implementation and its educational content nevertheless fall short of realisation in many CCC member countries.

* Findings based on theories of early childhood education with their roots in developmental and social psychology, in learning theory and action research will have implications on the development of a continuous curriculum for the education of children from - at the latest - the age of 3 up to the age of 8 to 12.

* There is a gradually growing acceptance of an integrated and integrating organisation of the educational services for this whole age-group.

* The continuous nature of the curriculum and the integrating organisation generally must not extend traditional schooling downwards into earlier age-groups, but must safeguard the specific content, structure, method and teaching techniques corresponding to each stage of the child's development. Only then can they provide for a smooth passage for each individual child from one developmental step to the other.

* The complementary nature of pre-school and primary education is being recognised. A harmonisation of the social and professional status and the training of teachers in pre-school and primary education is being undertaken or envisaged in many CCC member countries.

* From the various pilot projects and individual initiatives which can be found in European countries a catalogue of practical measures can be drawn up which serve to smooth the passage, to bridge the gap and to further co-operation in pre-school and primary establishments.

* The interaction between school, home and local community with joint responsibilities at all phases of early childhood education is being seen as a source to further continuity in all action on behalf of the child's education. There is a growing tendency to open up schools to the parents and to the wider community and vice versa.

The Symposium on "The link" held at Versailles in November 1975 pinpointed the essential requirements for continuity in early childhood education as:

> continuity in the curriculum and in the methods of learning; revision of teacher training for pre-school and primary education; and the improvement of the relationship between home, school and community (report: The link between pre-school and primary education, Strasbourg, 1976, CCC/EGT (75) 29)).

Continuity has been understood not only as a system of logical steps relating to content and method, but continuity as experienced by every child. Where pre-school and primary education develop along these lines, the individual child may be assisted according to his individual ability and problems, and this is equally true for migrant children. Even the specific problems of migrant children may also be reduced.

In March 1977 a second Symposium will be held on the "Link" topic in Bournemouth, United Kingdom.

c) Pre-school education in sparsely populated areas

Pre-school education first developed in urban and industrial areas because of the need to provide care for young children whose parents were working. The same need was less urgent in the countryside where mothers and grandparents traditionally looked after the young children. The importance of providing pre-school education for these children, in order to further equality of opportunities, has long been recognised.

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However, the urgency of this complex problem and the wide-ranging future implications of the present-day disparities between urban and rural areas have only attracted special attention in recent years. Initially the main problem seemed to be how to bring together enough children in such areas to make pre-school education cost-effective. Different solutions are being tested in experimental projects in CCC member States. But the countries concerned have come to realise that "busing" or travelling teachers cannot solve the more basic problems which derive from the close interrelationship between the economic, social and cultural facts of the particular area. Solutions may be found in multiform integrated regional action programmes which also take account of the factors which have proved to be important in relation to the continuity aspect. Further information is hoped to be obtained through studies which have been commissioned and a Symposium which will be held in September 1977 in Storlien, Sweden.

d) Co-operation between parents, pre-school and the community

Although co-operation between parents, pre-school and the community is considered by most European countries as one of the most important elements in future early childhood education, very little has actually been done to put it into practice. Individual initiatives, legal provision for participation or co-ordination, examples of good practice do exist. But, as this topic is concerned with the broad question of the nature of the relationship between school and society, any discussion on practical measures remains without issue.

The following case-studies have been commissioned and will be available as working papers for the above-mentioned Bournemouth Symposium.

- The Organi Collegiali in Italy - an analysis of the first results at pre-school level of the Italian law on participation in the region of Venice by Mr. R. ANDREOLO

- The "Children's House" in the United Kingdom - an analysis of the community centre project in Cheshire by Mr. J.R.G. TOMLINSON

- Parents' education for co-operation with pre-school - an analysis of the results of fifteen years co-operation between the Belgium National Conference of Parents and teachers

- The local community and the social and educational content of pre-school education - implications for the content and organisation of pre-school education at community level.

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- The training of pre-school teachers for co-operation with parents - an analysis of a German experiment by Professor PAUSE.

It is hoped that the discussion on how to achieve essential co-operation for the migrant child will eventually lead to repercussions on the general pre-school debate.

II. Pre-school education for migrant children

The four studies which have been prepared for the Berlin Symposium have had the task of investigating the factors which influence the integration of migrant children into pre-school education. One general conclusion may be drawn from all four studies:

It is never a dominant factor nor a set of dominant factors which decide upon effective integration, but rather a system in which a great variety of closely interrelated elements result in a specific level of integration.

Conclusions recommending specific single measures may facilitate adaptation, but may also hinder integration. (1)

The author therefore prefers to present the factors which influence integration in their respective overall frame-works. It may be argued that as long as migration in Europe is principally defined in economic terms alone, Europe is failing in its duty. The traditional view of state sovereignty rejects a common European responsibility for migrants.

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(1) The following definitions were contained in the report on the situation of migrant workers in Europe presented to the Conference of Local and Regional Authorities of Europe in April 1976: "Integration is the process whereby a foreigner adjusts albeit not unilaterally, to conditions in the host country. Rather do nationals and foreigners draw closer to each other in their behaviour and attitudes. In practice this means that the foreign migrants are authorised to live in the host country on equal terms and to enjoy full rights. But the nationals of the host country must at the same time accept this development readily by eliminating their prejudices, showing great tolerance towards alien behaviourism and attitudes, and the dissemination of knowledge and the languages of the principal emigration countries. Integration implies political and social equality; it differs from assimilation in that it concedes foreigners their specific cultural features in so far as these are compatable with the way of life of the host country." "Assimilation means that the foreign migrants adapt themselves to the characteristics and customs of the people living in the host country and give up their own native way of life. In this way, they eventually become part of the indigenous population."

II.1 Conclusions of four case-studies on "Factors which influence the integration of migrant children into pre-school education"

II.1.1 The Netherlands

1.1.1 The pre-school system

Up to the age of 4, children in the Netherlands can be taken care of in day-care centres (full day) or play groups (some hours). Both kinds of pre-nursery school establishments are maintained by private church organisations and subsidised by government grants from the Ministry of Cultural Affairs, Recreation and Social Work (CRM). Many of these institutions have been founded by private initiative in co-operation with parents and are affiliated to the "Dutch Children's Centres Working Community" (Werkgemeenschap Kindercentra Nederland, WKN). There exists no general right of admission to a pre-nursery school establishment and parents must pay fees.

Children between 4 and 6 years go to state-maintained nursery-schools, which fall under the competence of the Ministry of Education and Science. In 1974, of these 72% were private, and 28% were public nursery schools. Furthermore, 89% of the 4 year-old and 97% of the five year-old children were enrolled in one of them. It must therefore be stated, that although compulsory schooling starts at the age of 6 - 7, Dutch children have the right to, and do, enter the school system at the age of 4. A new Act in preparation is designed to take this fact into account and to further continuity in education by integrating nursery and primary education. Migrant children also have the right of admission to nursery schools, and all other public schools. As pointed out in the case-study, they are not obliged to support the extra expense the schools incur by their presence.

Whereas there is no statutory regulation with respect to the training of staff for pre-nursery school establishments, nursery school teacher training is regulated by legislation. A similar situation exists with respect to staff salaries and the organisation and administration of the establishments. These first system-factors influence the approach to the problem of pre-school education for migrant children.

a. Pre-nursery school establishments for the under-4s have, until lately, been of marginal importance. Official, as well as general public interest in the pre-nursery school scene has been limited.

b. A pre-requisite of any accelerated development of such institutions is an organised initiative interest group, which could exploit recent official interest in the problem.

c. Migrant children have not, as yet, found such an advocate group in the Netherlands.

d. With regard to primary education, the pre-school (nursery) institution requires certain abilities of 4 year-olds, a fairly well-defined behaviour and the acceptance of established organisational facts.

e. There is a mechanism designed to improve opportunities for adaptation to this education of those 4-6/7 year-olds who, for special reasons, do not meet these requirements: a school development policy for disadvantaged children, those from a "difficult environment", including migrant children.

1.1.2 Policy factors

Prevalent demographic and economic analysis leads to the official policy that "The Netherland needs manpower from other countries, and not new immigrant families who will settle permanently". (Country Report to the Ad Hoc Conference on the Education of Migrants, Strasbourg, November 1974, doc. CM/H-F (74) V, p.167) This policy is increasingly strengthened by national demands for higher standard of living and by the seasonal effects of the economic recession.

But actual developments in migration are not compatible with such a policy. In the early seventies, as estimated 25% of migrants settled indefinitely in the Netherlands. The trend of re-emigration was approaching a rate of only 35% of those who had originally come to the Netherlands. Furthermore, a vivid tradition of hospitality for political migrants must be judged as an influential factor in the actual implementation of any migrant policy in the Netherlands, and accounts for the admission of new waves of migrants.

This very ambivalent attitude towards immigration is one factor among others which reduces the possibility of officially defining an educational policy for migrant children. It is not so much the controversy between an assimilation or integration policy that would delay educational planning, but the necessity of a gradual animation of a migrants' educational policy (without basing it on a formal decision) which would allow for an overall action-programme.

Owing to this ambivalent situation, a clear policy is difficult to formulate. Implications should be drawn from specific educational activities and solutions but their comparative evaluation and information on problems, were not, until recently, systematic. Incentives and assistance given or offered by the Ministry of Education via its inspecotrate for the nursery and primary sector can only become effective if they find active agents knowing their own objectives. As no mutual migrants' policy existed, co-ordination across traditional boundaries of influence within the pre-nursery sector on behalf of migrants could not be fostered.

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1.1.3 Organisation for co-ordination and guidance

Although the government stimulates these activities, one must proceed from the fact that most activities which have, up to now, influenced the incorporation of migrants into traditional education or early-care services, must be qualified as voluntary, non-governmental, individually initiated, accidental, local, punctual. This is also true for those activities which might influence the possibility of migrants facing up to the educational and social demands of these services. And it is even more true with regard to the identification of migrants' own particular needs, and their calling for changes in the traditional organisation and content of early education. Since 1976, the two ministries concerned with educational matters for the pre-compulsory school age-group have introduced new means to co-ordinate and harmonise activities on behalf of education for migrants.

The Ministry of Cultural Affairs, Recreation and Social Work set up a Steering Group consisting of representatives of the national institutions of the Dutch Children's Centres Working Community (WKN), of the Dutch Centres for Aliens, and the Ministry. Its objective is to submit recommendations on the reception of migrants' children up to the age of 4, and it is charged with undertaking a case-study on the pre-nursery school facilities for Turkish migrants in Utrecht. An initial formulation of problems was achieved during a day seminar in Amsterdam, which brought together, for the first time, on a national level, practitioners in order that they might exchange experiences and identify common problems. As a direct follow-up, the Ministry will subsidise two experimental day-care centres. These experiments will:

- be based on an integration concept;
- pay special attention to specific problems of parent participation, and
- attempt to develop teaching methods which can also be applied in other day care centres.

In 1976, the Ministry of Education and Science appointed Foreign Pupil Regional Advisers, who should serve as advisers to Heads and School Boards of Nursery and Primary Schools. These advisers are educationists with a special training in the methodology of teaching foreign children. They have obviously only recently taken up their duties.

Other forms of co-ordination and guidance of migrants' activities are growing out of the Ministry's educational development policy. Foreign children at a nursery school can constitute the decisive factor for supplementary aid to be given by the Ministry, as the assignment of additional teachers'

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within the frame of this policy, depends upon the special difficulties which a school has, due either to wide-ranging differences in the family or environmental background of its pupils, or to a high number of disadvantaged autochthonous children, and/or to the existence of disadvantaged migrant children. Initially, these supplementary teachers were allocated to carry out compensatory language activities, but the schools themselves are now allowed to decide in which way they are best employed in the school's specific situation.

Co-ordination of information on the education of migrant children in nursery schools or the actual use of supplementary staff and the results achieved thereby, has only recently resulted from regional conferences for nursery teachers for migrant children which have been organised in pedagogic didactic institutions. Guidance for teachers of migrant children at all levels is being further encouraged by publications and educational material which were initiated by these first conferences for migrant teachers.

For early 1977, the Ministry is planning a trial refresher course for nursery school teachers with the aim of providing such training for all nursery teachers for migrant children. The courses are meant to concentrate on anthropological subjects and on the methodology of teaching Dutch as a second language. Thus, with the background of a limited range of direct government influence on the integration of migrant children into pre-nursery and nursery education, a number of incoherent activities and developments have gradually resulted in a process of organising co-ordination and information.

1.1.4 Requests for research and alternative planning

Staff engaged in pre-school and school education who took part in this process had the opportunity of learning from each other that the lingering unsatisfactory school situation of migrant children was not due to their own personal failures or shortcomings. Their requests therefore became more articulate: requests for information on how to understand migrant children, how to make migrant children understand their new situation, and how to teach migrant children.

The Dutch study thus identifies the following as the main pedagogically relevant elements which influence the integration of migrant children into pre-school education in the Netherlands, and on which research is repeatedly requested:

a. The migrant child: the psychological, socio-cultural and socio-economic determinants of his development.

b. The migrant parents and their relationship with their surroundings in the host country and with the host educational system.

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c. Consequences of the above for the pre-school establishment, its organisation and the content of education.

d. Information and guidance for staff in pre-school establishments.

The awareness of the importance of these factors does not imply a basic consensus about their interpretation for consequent planning and decisions. It has for instance given rise to the questioning of presumptions with regard to the possibilities and advisability of providing for pre-school education especially for the under-fours and for children of newly arrived families. It is argued that, in relation to the phase of development of a child of this age, the experience of migration constitutes a grave break in his emotional and intellectual development. Furthermore, it is claimed that the means at the disposal of existing pre-nursery and nursery institutions do not remedy this situation, but rather aggravate it.

Provided research supports such statements, a policy decision must be taken either to allow this child to stay at home and to concentrate all supporting action on the migrant child's mother and on the improvement of the family situation until the family has begun to experience new stability and security, or to provide for pre-nursery and nursery institutions which have the means to overcome this dangerous situation of insecurity, instability and destructive isolation.

The Dutch study traces the beginning of a development which might result in the needed advocate group for migrant children among the staff engaged in their pre-school education.

1.1.5 Information on pre-school facilities for migrant parents

As the integration of migrant children into pre-school education has not been a matter for central administration or directives, a variety of methods and procedures for reaching out to and receiving migrant families have evolved. These activities can furnish valuable data for comparative evaluation as a basis for future planning.

Migrant parents get to know about the existence of pre-school establishments in various ways:

- by heresay from neighbours or compatriots;
- by written letters from municipalities (which, until now, were only available in Dutch and restricted to nursery schools);
- because they happen to be traced by a specific establishment;
- by asking for information at the Centres for Aliens, which exist in all large towns.

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But up to now, there has been no procedure which ensures that parents receive sufficient information. Leaflets have been produced by the Ministry of Education, in all languages needed for all levels from nursery school to secondary (inclusive). It is thought indispensable, if migrant parents are to become aware of pre-school education, that information on the objectives of pre-school edu tion within the frame of Dutch society must reach them. One f the major obstacles to the better integration of migrant families into existing services is that there is no agency which could give migrant parents all the preparatory information which would enable them to take proper advantage of these services.

Once general parents' guidance has reduced initial distrust of public administration, information on all facets of the daily routine of any pre-school establishment must follow (time-schedule; food habits; activities; expectations with regard to the children, etc.). At a local level, projects are being developed to arouse the interest of migrant parents in day-care centres. Lowering the fees and adjusting opening times to factory hours are regarded as important steps in the attempt to improve the opportunities of migrant families for bringing their children to pre-school establishments.

The heavy burden of preparing a way for communication between pre-school staff and migrant families rests upon the individual pre-school teacher. Letters and circulars do not provide the necessary two-way channel for information. Numerous activities on an individual basis furnish the necessary personal contact: teachers paying home visits; special parents' events in the institution; students being employed to play with children in their homes, etc. For parent and teachers alike the basic problems of communication are:

- language;

- communication behaviour;

- knowledge of facts about the partner and the range of comprehension that can be expected from him.

These elements are being fed into the planned nursery teacher refresher course.

In addition to any professional training of the staff, the following arrangements are being tried:

- special free time for teachers;

- provision for special work leave for parents of young children;

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- planned assistance of special professionals such as anthropologists (as is being done through grants by the MCR);

- giving parent participation a place of routine in the daily work.

1.1.6 Reception and guidance of children in the institution

The pre-nursery institution, as it has not yet been challenged by the existence of migrant children in any great number, is Dutch in clientele, outlook and aim.

In nursery establishments, special arrangements for the reception of migrant children during the initial entry period are tried out in the following forms:

a. the staggering of new-comers with the aim of ensuring that extra attention is given to each of them;

b. arranging for a very small group together with Dutch children;

c. placing the child in a group with a child of the same nationality.

In general, the use of psychologists and social workers specifically for this entry period is still limited, due to the fact that not enough is known about the migrant child's specific problems. Provision for the general organisation of the reception and the guidance of migrant children in nursery schools has been made in the form of supplementary teachers offered by the Ministry of Education. The debate on the advisability of national schools or on the best proportion of home-language instruction is restricted to compulsory schooling. As it is still unusual for nursery children to receive any instruction at all in their native language and culture, the supplementary teachers are Dutch teachers. They are used in various ways depending on the school's own decision:

a. often they are employed to make all the groups smaller with the aim of improving the school's general learning and play situation;

b. or the migrant child joins in a normal group and is taken out of his group by the additional teacher for special tasks (language instruction, other remedial help);

c. where there is no additional full-time teacher, part-time sharing has been practised.

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The "mobile (flying) brigade" of Dordrecht is one example of the latter. Three part-time teachers fulfil two full-time functions for nine nursery schools with approximately 60 migrant children. Each teacher takes care of three groups and spends three quarters of an hour each day with each group. The teachers are assisted by a weekly meeting with the municipal education adviser, and a monthly meeting with primary teachers of migrants and the foreign assistants.

The instruction is systematically planned in the framework of a monthly theme with language lessons, excursions, and experiences of real life situations. The "curriculum" starts with the child's body and his immediate surroundings, proceeds to the teacher's home, where the child is meant to experience play in a Dutch domestic situation, and then the child experiences the neighbourhood shops, bus station, police station, etc. The Dordrecht experience of a flying brigade - and it is often used in primary schools - has become controversial. Some people claim that it:

- is too expensive for general application;
- places too much emphasis on the language problem;
- pays too little attention to the problem of group relationships, through its separation of migrant children from their nursery group.

All these different ways of using supplementary staff have not yet been the subject of in-depth comparative evaluation with regard to group size, methodology of learning, and results in the socialisation of migrant children in nursery schools. Such comparative evaluation could be of great interest to nursery pedagogues.

1.1.7 Help to staff for their special task

Teachers in charge of migrant children need special means to acquire and to practice:

- a change of attitude towards the needs of migrants;
- an open approach to foreign cultures, and
- a special knowledge of methodology.

As regards the pre-nursery school establishments, only general training has recently been taken into consideration in plans by the Dutch Children's Centres Working Community. The following elements comprise the special assistance given to nursery teachers:

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Special training will be provided in refresher courses. The necessary constant dialogue between teachers has been started in regional conferences. Information of a general nature on migrants' questions and on their cultural background is available in the form of a periodical "Migrant Education" published by the Ministry of Education and Science, a folder and other publications of the relevant ministries, and publications by the Utrecht Centre for Aliens. What is still lacking is more detailed information. A list of useful didactic material recently published with the help of the Ministry of Education and Science is beginning to fill in this gap. Pedagogical advice will be available from the foreign pupil regional advisers. No policy decision has yet been taken with reference to the employment of foreign staff - it is still legally impossible and financially unattractive.

1.1.8 Further research and experiments

A total lack of research with regard to the migrant pre-school child and his education emphasises the importance of the continued exchange of experience and information on experiments through an organised process of co-ordination.

II.1.2 France

1.2.1 The pre-school system

The public education system in France has long been governed by the principle of non-discrimination, which means that no distinction is made between French and foreign pupils. This also applies to the admission of foreign children to nursery schools (and to infant classes or sections) which fall under the competence of the Ministry of Education.

Of approximately 2.6 million children between 2 and 6 years of age who are admitted to nursery schools and classes, approximately 7.5% are foreign children, mainly of Moroccan, North African, Portuguese, Spanish, Italian, Yugoslavian or Turkish nationality.

1.2.2 General national policy towards pre-school provision for migrant children

The policy of non-discrimination implies that foreign children receive the same education as French children. As migrants have, in recent years, come from more distant countries than was the case traditionally, and from fundamentally different cultural and linguistic backgrounds, special measures have had to be developed to facilitate integration.

The nursery school is claimed to have highly positive effects on this process. A great majority of children in France (up to 98%) has had experience of pre-school education when entering elementary school. This pre-school experience is claimed to help foreign children to start compulsory school without special difficulties. As the national report for the Ad Hoc Conference on Migrants (doc. CME/HF-M (74) V, 1974, p.30) stated, "at nursery school age, children do not seem to have any great difficulty in learning French". As long as the only educational aim for migrant children was their complete integration into the French school system, nursery school attendance at the earliest age possible seemed to be the solution. However, for the last few years, the French authorities have showed their eagerness to help migrants' children achieve a more positive cultural integration by maintaining essential values of their culture of origin. To achieve this objective in compulsory education, the Ministry of Education has taken several measures, eg. the possibility of giving, during normal teaching time in infant classes, three lessons every week on the home language. It has begun to take action to change teachers' overall attitudes to the problems of migrant children, to plan the information and training for this challenge and to initiate research in this field. Thus the content of pre-school education, which has not yet been directly touched by the measures taken, should also undergo modification.

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1.2.3 Variables of the particular situation of migrant children

With this background, the author develops her highly motivated personal analysis and presents an imaginative fan of proposals on how to improve the present situation.

She thinks that, until now, traditional nursery education has been content to exploit the characteristic malleability of the child of pre-school age, with the risk that the adaptation of the child at nursery school "may be to his detriment even when it appears to be particularly successful" (p.4). It is the degree of the teacher's awareness of the specific problems of a migrant child which decides upon the amount of effort demanded from the child. It is easy to grasp that this awareness may condition the quality of the educational action on the child's personal development.

In order that the teacher may devise the educational action necessary for each child, and judge in particular the effort which can be demanded from each migrant child, factors, most of which are independant of the nursery school, must be known and taken into account (see Variables in Appendix I, p.27).

These factors themselves can only be marginally influenced even by the ideal nursery school. But the teacher must know about them in order to find the right approach to the child. In addition, these factors indicate whether supplementary help should be given to the family. For instance, ariable 2: "the degree of integration of families in the host environment" : the nursery school, which is open to the children's families, and to the life of the community, can fulfill an initial integrative function and can help to stabilise the family in the community by, for instance, introducing it to other social services. At the same time the nursery teacher who has managed to get to know the migrant family can build the child's foreseeable reactions into her programme.

1.2.4 Factors of the pre-school institution

1.2.4.1 The attitude of the staff

Although the author of this study points out the importance of providing teachers with information about the families and about their original and their present economic and cultural background, she ascribes an even greater influence on the actual educational situation to the basic attitudes of the teachers and their own unprejudiced knowledge thereof. But the deciding factor, according to her view, must be the attitude of the school's headmistress. This statement is easily backed up by research findings which go beyond the nursery school into

the whole of the French education system. These findings claim that it is not so much the legal frame and the curriculum demands which determine the school's reality and the pupils' prospects for advancement; it is the personality and the view points of the headmaster/headmistress. For some of these headteachers, "the school, with its habits, its operation, its teaching method is something fixed and unchangeable" (p.7). An education system - which they wish to believe is completely rigid - turns them into passive observers of phenomena of behaviour patterns or makes them transfer the causes of difficulties - and the responsibility for remedy - outside the school. But the education system also leaves room for active animators, to the headmistresses who feel self-confident enough to study their problems with their colleagues, discuss them before taking action, adopt common attitudes, and organise the particular activities which can help the children.

The conclusions which can be drawn from this statement will deal with ways to re-train and train the management staff of nursery schools, to further awareness of possibilities and necessities, and to provoke changes inside the traditional institution.

1.2.4.2 Objectives of education : the "assimilatory" tendency of the French pre-school institution and the migrant child as the candidate for a "broader humanity"

The author describes the change that should take place in terms of objectives.

The presence of foreign children in French schools has made a general pedagogic problem more acute. The education system traditionally has forced children to adapt to an existing social framework by imposing on them a specific interpretation of a culture. The fact that a rapid change of several national and social frameworks has been taking place, that new entities with new cultural content are being developed, must challenge the efficiency of the education system and the rigidity of traditional standardisations. In this process of re-defining objectives of education, the author qualifies migrant children as "pioneers of a new humanity, less rooted in a particular culture, less encased in a social milieu shut up within itself" (p.9). She demands that education "no longer look on the child as a candidate for one culture or another, but as a being endowed with potentialities that make him capable of realising in himself all forms of culture, ... that enable him to enter creatively into any particular culture without ever feeling himself totally shut in" (p.9).

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If such objectives can be accepted by the education authorities of all countries concerned, decisions such as:

- national schools or not ?

- bilingual institutions or not ?

- foreign staff or not ?

loose their priority weight and the question of multi-cultural education becomes a principal subject of research.

1.2.5 Consequent changes in organisation and pedagogy

The author develops no new model of pre-school education, but points to elements of its organisation and of its content which could exercise a positive influence with regard to change which could only be very gradual.

1.2.5.1 The "open milieu"

One such element is the transformation of the school into an "open milieu", which requires:

- possibilities for real contact between teacher and families;

- information to the teachers;

- teachers' visits to, and study of, countries of emigration;

- teacher exchanges;

- generally better training for teachers, especially language training;

- introduction of elements of the migrant's culture;

and also, perhaps,

- reduction of class size.

1.2.5.2 The "trust barrier" and how to overcome it on registration day

Greatest importance is attached to the first contact between the school and the newly arriving migrant families in order to create an atmosphere which opens the way to the education of the whole family and to reciprocal influence on the family and on the school. The following are proposed as examples:

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1. Information to the migrant parents on the school system, its aims, how it is organised, how it works, before their departure from the country of origin or immediately on arrival by a reception service.

2. Individual information to the parents about the day of school registration.

3. Registration must cease to be an administrative formality and must become the first instance of real contact. The teacher may advise this by:

   a. devoting special time (spacing) to the newcomer;

   b. speaking directly with the parents (even thought this may be through the help of an interpreter);

   c. being prepared to accept insufficient or "strange" official documents;

   d. learning to pronounce names in the proper way;

   e. exchanging in-depth information about the child's habits and the school's requirements;

   f. showing the school to the parents;

   g. trying to make herself understood by gestures and goodwill especially when verbal communication is breaking down;

   h. handing over to the parents an aide-mémoire, in the language of the migrant, about all the information given orally.

1.2.5.3 Possibilities of further contact

This initial contact must be kept up throughout the year. To allow for this, an additional teacher should be attached to each school where there are many migrant families. This additional teacher may take over the class when the teacher is talking with the families of her migrant pupils.

A variety of further proposals is presented for these contacts throughout the school year, covering several personal talks, a visit of the parents to the class, sending objects home which are made by the children, running a school journal, asking parents to prepare and assist at celebrations, and the setting up of a toy-library or children's club. Furthermore, there should be repeated offers to join discussion groups and parents' associations, which should include at least one foreign parent on their committees. Exchanges between migrant and French families must be initiated by the school, and courses for other members of the family should be organised at the school in sewing, cooking, general administrative procedures (filling in forms, etc.).

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1.2.5.4 "Widened" communication with the child during the initial entry period

The child himself requires special attention and help to overcome the painful strangeness on arrival. Staggering admissions throughout the beginning of the school year has been practised successfully. After the child's first visit to the school together with a member of the family, a special welcome gift to the child, the fact that the child's name is known to the others, that the teacher uses a few words of the child's vocabulary, all these are signs of special attention to the newcomer.

The growing recognition of the need for special language training in compensatory programmes has brought about a tendency to underestimate the many techniques of non-verbal communication to which all young children have immediate access. Contrary to this tendency, nursery teachers - according to the author - must concentrate on such methods especially during the reception period, in order to avoid making the child aware of his disadvantage.

1.2.5.5 Speech activity motivation instead of language development programmes

When teachers have succeeded in creating an atmosphere of trust and in establishing an emotional link with the children, more methodical educational action can be pusued, but not in the form of formal and systematic teaching which the author thinks not at all suitable for children of nursery age. The use of compensatory language programmes - in her opinion - reveals a negative attitude to these children considered from the point of view of their social handicap. The teacher should instead be trained to motivate children to participate in oral activities, to initiate exchanges between the children themselves, and to support each child in his personal approach to the new linguistic world.

No pressure to speak the host language at home should be applied to the family because this would impoverish the family's own communication, disturb their emotional relationships, and become counter-productive to the intent.

1.2.5.6 Topics for staff training courses

Information and training centres for staff concerned with the schooling of migrant children have recently been set up in addition to the regional and departmental centres for pedagogic research and documentation. However, special training for teachers of pre-school age migrant children is only now being offered in a few centres.

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For the planning of future pre-school teacher training courses, the author of the French study - on the basis of her analysis - proposes a list of subjects to be studied, which relate mainly to the methodology and pedagogy of language:

1. techniques for observation, marking and evaluating children's language;

2. knowledge of the functions of language and the mental powers used in verbal activity;

3. pedagogical techniques for stimulating speech activity;

4. rudiments of comparative linguistics.

In addition, pre-school teachers need information on:

5. the phenomena of migration;

6. living conditions of migrant workers in the region, the world of work;

7. the home background of the families;

8. the school system in the emigration country;

9. the particular situation of the families and the individual child;

10. rudiments of the languages of their pupils.

1.2.6 Co-ordination of services

Since 1970, the Ministry of Education has set up, with the aim of reducing existing handicaps, Psycho-Pedagogic Aid Groups (GAPP). These have principally been established at primary level as it is only recently that the need to intervene at the earliest age possible has been recognised. In the future, therefore, it can be hoped that more nursery schools will find help from a GAPP team.

Handicapped migrant children will receive the same treatment as the other pupils. The specific difficulties of migrant children, however, have, as yet, not been made the subject of special attention as the number of GAPPs remains insufficient.

Generally, the work of the GAPPs is co-ordinated with that of the medico-social services, which, at present, carry out a health check at the age of five. Families can receive information and guidance from various public services (social, health, labour, reception) and private associations. But there is no overall scheme of co-operation and co-ordination. The lack of any such centre or agency has long been a matter of complaint. The least such a service should offer is co-ordinated information on the various existing resources.

II.1.3 Sweden

1.3.1 Pre-school education: the "general pre-school" for six year olds and children with special requirements

Migrant children in Sweden from the age of four should have a good chance of receiving public pre-school education.

Pre-school education in Sweden is provided in full-time day-nurseries or family day-homes for 7 month to 7 year-olds and part-time (free of charge) nursery schools for 6 year-olds. In 1975, pre-school places were available for 30% of the children under 7 years of age.

As from July 1975, every child of 6 has the right to a place in a "general pre-school", which lasts 3 hours a day. Municipalities are required to inform parents of this right and about the purpose, content, and working methods of pre-school education. As an incentive to municipalities to set up the necessary pre-school institutions, a generous system of state grants has been introduced in 1976.

In addition to the provision for 6 year-old children, children with special requirements must be offered, prior to the age of six, a place in a "general pre-school". These special requirements are defined as arising from physical, mental, social and linguistic handicaps. Migrant children are included in these categories in need of early attention. It is the duty of the municipality to take steps to establish contact with such families and to ensure - as far as possible - that parents make use of their child's right to a place. This obligation of informative "outreach activity" may involve, after a case-finding operation, a first letter of information in the foreign language in question about the right to, and benefits of, pre-school education and when necessary, a personal contact with the help of an interpreter.

In Sweden, therefore, two important factors influencing the integration of migrant children into pre-school education have been:

a) the definition of the aim of pre-school education itself, and

b) the priority which is ascribed to the fulfillment of this aim as they have directly resulted in the above operational measures which further this integration.

The fundamental educational objectives of the "general pre-school" formulated in 1975 later led to far-reaching consequences for the implementation of the 1975 Bill on Swedish Immigration Policy through the government bill on Home Language Training for Immigrant Children of May 1976.

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These fundamental objectives are (quoted from Bodil Rosengren in "Current Sweden" No. 40, September 1974):

"For the purpose of offering every child optimal conditions for his social, emotional, physical and intellectual development, pre-school education in Sweden shall provide:

- conditions in which the child can develop and stabilise a conception of itself as an individual;

- favourable conditions for the child successively to develop its communicative ability in interplay with its environment;

- the conditions necessary for a favourable conceptual apparatus to emerge in the child. The child is to acquire not primarily knowledge, but a method of learning."

1.3.2 General immigration policy

In 1965, after 20 years of immigration, a country-wide debate on Sweden's immigration policy finally led the way to the understanding that "economic growth, higher standard of living and further development of the welfare state (in Sweden) would depend partly on immigration" (See The National Immigration and Naturalisation Board: Swedish Immigration Policy, Kjell Oberg, p. 6, Stockholm 1974). In 1966, the government appointed a working group to develop provisional measures for the social adjustment of immigrants. Among the initiatives taken by the group were:

a) the publication of a Weekly Journal in five languages (together with an edition in basic Swedish) and of a monthly information bulletin in 6 other languages;

b) a campaign among municipalities to create special service centres for immigrants.

In 1969, a parliamentary commission was appointed and charged with formulating long-term policies and programmes. This commission's reports have resulted in legislation, the latest proof of which is the right of immigrants to active and passive participation in local and regional elections. In 1969, the National Board of Immigration and Naturalisation was founded for the co-ordination of the different authorities' policies. The Commission's third and final report (1974) states that Swedish policy regarding immigrants and minorities can be said to rest upon the four following premises:

- Migration can be expected to continue and Sweden must be prepared to receive immigrants in the future.

- A larger number of immigrants will probably settle permanently.

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- Many of the immigrants will eventually re-emigrate.

- Immigrants should be treated on an equal basis with Swedish citizens.

From these premises the following goals for future migration policy were derived:

- equality;

- freedom of choice for migrants between retaining and developing their original cultural identity or assuming Swedish cultural identity;

- partnership.

At present (based on statistics of December 1975), immigration has slowed down. But the number of new-comers is still substantial. The proportion of pre-school age children, as well as of people of child-bearing age, is high. 45% of migrant pre-school age children are Finns, the next biggest groups come from Denmark, Norway, Germany and Greece.

1.3.3 The trend from "education for assimilation" to "equality and freedom of choice in education"

Against this background of general attitude and official policy with regard to immigration, the study shows how qualititive alterations of general policy were directly geared to parallel changes in the content of educational policy. It shows that educational measures have been made an ambitious tool for the attainment of the political objectives.

The one-time strongly assimilatory views demanded that migrants melt into Swedish society rapidly. Thus, the main educational problem was how to teach Swedish fast. Remedial teaching concentrated on the Swedish language. Even in 1972, teachers' attitudes were found to reflect this view strongly. The 1969/70 Curriculum for Comprehensive Schools stressed the overwhelming importance of the host language and allowed six hours per week for remedial language teaching.

In the Swedish report for the 1974 Ad Hoc Conference on Migrants - drawn up in the course of 1973 - the beginning of a change towards the acceptance of cultural and educational minority rights becomes evident, as immigrant children had, by then, acquired the right to study their language and culture of origin for two hours a week.

The Parliamentary Commission's final commitment to a policy of true integration of migrants, which is qualified as the right to self-determination of the migrant's cultural identity within Swedish society, had been put into effect by the 1974 Supplement to the Curriculum for the Comprehensive School. Migrant pupils in compulsory schools have a choice

of being instructed in the language spoken in their parents' home. General instruction in the "home language" is meant to encourage the development of "active bilingualism", which is seen as a major element in equality and self-determination.

The main educational problems, therefore, are the methods of how to develop active bilingualism, the organisation of such education, the training in sufficient numbers of bilingual staff and the development of safeguard activities for better communication between teachers, migrant parents, and Swedish parents (the community).

1.3.4 Trial activities for the organisation of educational integration

The Ministry of Education appointed a group of experts - the Immigrant Group - which by 1975, had elaborated the necessary measures for the implementation of home language training. The group's and the Commission on Child Centres' trial activities (which led to proposals and later legislation) came to the following conclusions about the basic requirements for the integration of migrants into the public education system:

1. Parents must receive information about the aims of pre-school education and how work is carried out. They must be invited to the school in order to receive further information. This first information, as well as the invitation, must be written in the parents' languages.

2. The pre-school staff must receive information about the tasks which pre-school education can fulfill. Information about the different factors which constitute the migrant's and the migrant child's situation is even more necessary. The National Board of Health and Welfare has, this autumn, edited an additional volume of "Curriculum for Pre-school" which is concerned with immigration. Furthermore, short pamphlets have been published for the teachers with the title "being from ..." with details on food customs, religious attitudes, etc.

3. The first personal contact must be carried out by bilingual staff or with the help of interpreters. Both the parents and the pre-school staff must have the opportunity of understanding the partner. National legislation for the planning of, the training for, and supply of communities with interpretation services is being prepared.

4. When migrants are able to understand why they are invited, they must be invited at a time and in a way that they are able to come. Two arrangements have proved successful in some cases:

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a) Week-end gatherings as social gatherings in the early afternoons or Sunday mornings as regular meetings. The whole family must be invited and a child and baby minding service provided for part of the time. Gradually, parents' own activities are introduced.

b) An open-house week at the pre-school centre where parents can come and join in whenever they find time. However, as long as there is a lack of bilingual staff, interpretation has proved to be difficult.

5. The initial introduction period for each child must specifically be regarded as important. Interpretation or bilingual staff is essential. A parent should stay with the child and only gradually leave the child for longer periods.

6. One-language groups with pupils from the age of four should be arranged if possible. If this cannot be achieved, migrant children from one nation are mixed with Swedish children; in other cases, migrant children must be integrated in the ordinary pre-school. In both cases, training in their home language for up to six hours should be provided, if necessary be peripatetic teachers.

7. Children from four years-old onwards who are placed in a family-day home may be offered a place in a part-time pre-school group with children of the same language. Children below the age of four without a place in a full-time pre-school may be assisted in finding a family-day home of their language. Peripatetic teachers should visit them.

8. After the introduction period, communication with parents must be continued. The home language teacher has the special task of, and especially assigned time to, continuously carry out work with regard to the whole family - which must be regarded as one unit.

9. The child must be especially assisted when norm conflicts endanger his relationship with his own family. Differences of values, norms and habits must be recognised by pre-school personnel and must be discussed with the parents.

10. To reduce the risk of conflicts, parents could be assisted in taking advantage of their right to learn Swedish during paid working time.

11. Organisations for the co-operation and communication between parents and personnel as well as parents with other parents must be established. The necessity of providing rooms which can be used for such meetings, as well as for small groups of children for individual care, must be taken account of.

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12. It is essential for the development of the individual child's active bilingualism that individual measures be followed up in compulsory education. If a child has experienced pre-school education in its own language, his first reading and writing language should be his home language, and Swedish should only gradually be introduced.

13. To safeguard continuity with regard to the individual child's education, contact between the teachers of different levels should be institutionalised.

14. Pre-school staff, and especially bilingual teachers, must receive carefully planned supplementary training.

1.3.5 Suggestions for the training and employment of bilingual teachers for pre-school education

Although there is a lasting high demand for pre-school places, there is also a great shortage of pre-school teachers and the resources for teacher training are nearly exhausted. The Board of Health and Welfare has planned a nationwide programme for the training of pre-school staff. Taking into account the fast moving developments in the Swedish pre-school system, this training is to be concentrated on two streams for the development of pre-school training: new attitudes towards work in pre-school institutions and new elements of knowledge for pre-school staff. It is no easy task to train the additional teachers necessitated by the ambitious migrants' programme. Though immigration has become officially accepted as a feature of Swedish society in its own right, the competition for public spending must not be underestimated.

Since July 1976, local communities receive 2,300 SK per migrant child of six years. It is the communities' responsibility and their decision, how they arrange for each migrant child's pre-school education within the general outlines given above.

In summer 1976, the first trial training course was held for teachers of and for a foreign language in pre-school and primary education. The follow-up to the Immigrant Group's proposal to train home-language teachers for employment in all levels of education from pre-school to upper secondary education, in order to achieve the greatest possible mobility and continuity, is hampered by the very different training backgrounds, which these foreign teachers have.

The evaluation of this training course brought to light another difficulty. The family and child-centred approach, which was to be made the basis of all educational and supplementary action, did not appear to have found the immediate agreement of the teachers involved. The social task of giving

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help to the migrant families in matters other than their children's language development, may involve a variety of conflict elements for the foreign teacher. One of them might be the foreign teacher's own identity as an immigrant. Others might be connected with unsolved questions of social status and equivalence in salaries. None of these problems encountered give raise to the hope that short term training courses will bring any real solution.

1.3.6 Attempts to use mass-media and co-ordination groups for better information

Fundamental changes like the ones arrived at only very recently in the fields of pre-school education and of education for migrant children cannot be expected to find the necessary support easily among the many individuals and public bodies concerned by them. Several ways must be found to spread knowledge about the reasoning behind the reforms. Means must be introduced to assure that the proper content of the educational process is transmitted as intended. New methods must be developed to produce material which can support integrative activities available to all persons who are willing to use it.

Beside the staff directly connected with the educational practice, administrative personnel, policy makers, tax payers and the community of parents are those on whom, in the long run, the success of these reforms depends.

A few of the measures which have been used for this broader purpose might be of general interest. Some co-operation with the mass-media has been established. Programmes of a directly educational nature are produced in co-operation with the National Board of Education. A state commission - TRU - works on trial activities for pre-school and adult education. A film about a Turkish family in a Swedish suburb has been made and will be followed by other programmes on different nationalities. A special Immigrant Editorial Staff was formed in the Swedish Radio Company (SR), with the participation of immigrants. In future, local radio stations might find better and more direct access to the envisaged target groups.

Some of the TRU productions can be transferred onto video-cassettes, films and slides with audio-tape. There is a definite shortage of books, pictures, music and films, and instruments from the home countries. One wonders if the exchange of such material could not be organised under the auspices of an international body (tax-free and in a cost-effective manner). Furthermore, it is argued that the optimal use of these resources - audio-visual media, any equipment, and even simple books, magazines and papers - could be made if a co-operation scheme between, for instance, regional libraries was established.

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The Commission on Child Centres has initiated co-operation between central bodies of educational, social, health, welfare and labour matters in order to inspire co-ordination at the local level and to plan for research activities which are co-ordinated with local research work. It is hoped that this will facilitate practical results as well as a minimum of interest in migrants' problems.

I.4 The Federal Republic of Germany

1.4.1 The "pluralistic" system in pre-school education

No unequivocal statement can be made on the nature and content of pre-school education for migrant children in the Federal Republic of Germany for the following reasons:

Education and care for pre-compulsory school age children of non-German nationality is deep-rooted in four major areas of influence, each of which creates obstacles to an integrated development and each of which adds areas of freedom for alternative elements.

1. There exists no central ministry of education, but (in the field of education) 11 independant Länder with various administrative settings, and no co-ordinating service or agency with direct influence on the implementation of educational policies. There is, however, co-operation for long-range planning.

2. In the Länder, the competence for pre-compulsory education is generally divided between two ministries. Co-operation between these ministries is rendered difficult by the different professional backgrounds of respective civil servants, which might often have been based on very divergent philosophies. Co-ordination and co-operation between the staff/teachers of the different establishments are hindered when well-defined and defended spheres of interest are endangered.

3. The field of pre-compulsory care and education does not, traditionally come under direct public responsibility. It is provided by various private or semi-private agencies, and in addition, especially where provision is not sufficient, public establishments are set up. Only when the preparatory function for subsequent schooling gains special importance, does the public education system gain influence. At the same time this development arouses rejection by other administrative departments because their power of administrative supervision looses its impact.

4. Influences of the national labour market policy (thus the "social partners") and of foreign policy cut across these three dimensions.

The number and variety of system factors which influence the pre-school scene in the federal states makes an open and intensive public discussion about ways of integrating migrant children extremely important. It seems that only a strong public recognition of the necessary content and procedure for the school education of migrant children may lead, with the help of all voluntary and public agencies, to an effective improvement of migrants' chances in this system.

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1.4.2 The objective for the pre-school education of migrants: to reduce disadvantages in subsequent schooling

The common denominator amongst all agencies concerned with pre-school education for migrant children is the conviction that attendance at a kindergarten or a pre-school establishment has a favourable effect on subsequent compulsory schooling and thus is an indispensable prerequisite of the improvement of equality of opportunity in the existing education system. A considerable shortage of places for migrant children exists in all pre-school establishments - the study reports a much lower average attendance of migrants compared to the equivalent German pupil population. This is one reason why the problem of increasing the number of places has been most important and the compensatory aspect imbedded in the objective of school performance has not been fundamentally questioned. This is also partly due to the fact that the main focus of the implementation of pre-school policy is placed on the organisation of the year preceding compulsory education, (in the form of mediatory groups, advancement courses, preliminary classes, and "entrance sections").

Parallel to this development, however, theoretical discussions have started to reconsider the function of early childhood education in the framework of the migrant child's socialisation process. The study is one example of this discussion in the Federal Republic of Germany.

1.4.3 Internal factors

The authors are of the conviction that only by analysing the factors which constitute the special situation of migrant pre-school children will the educationist arrive at conclusions on the teacher behaviour which is necessary when trying to offer the children acceptable help.

The initial socialisation process of the foreign child (in the case of an immigrant child) has been disrupted. The families have not acquired behavioural strategies to cope with their confrontation with the new environment. The experience of cultural conflict, confusion and individual inadequacy is transferred to the children (even those born in the host country) and is re-inforced by their own further experiences. The resulting lack of self-confidence and the feeling of insecurity may lead to defiant behaviour, and, in the end, the vicious circle of isolation and crisis of identity is hard to break.

The child's early entry into spheres of learning which posess structural features different from those of the family may signify either enforcement of the experience of not being equally accepted, or may build a bridge between his family and society.

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1.4.4 Means to improve the pedagogic situation

The authors of the German study judge professionalisation of the pre-school staff, educational games and the role of the parents in the school as the most important single elements in the process of bridging cultural differences.

1.4.4.1 Professionalisation of staff

The training programme for pedagogical staff in pre-school institutions must serve

- to change the attitude of the teacher,
- to give the teacher basic information on the countries of origin,
- to inform the teacher of the migrant's living conditions in the host country.

In analysing experiments conducted in the Federal Republic of Germany, the authors conclude that these aims cannot be reached by isolated information meetings outside the context of the kindergarten which would be unrelated to the concrete day-to-day problems. They are convinced that only if teachers, non-teaching staff, the children and the parents participate in the actual learning process, can the necessary pooling of experiences take place.

1.4.4.2 Integration of the parents

In the first place the in-service training of staff, thus, necessitates the integration of parents into the pre-school reality. This does not only mean that parents are allowed to participate, but that ways should be found of enabling parents to fulfill their duty of participating. Only such strongly motivated participation will result in

- reciprocal, topical information,
- a real link between home and school,
- the creation of mutual trust and acceptance.

These school experiences may need to be followed up by additional weekend meetings, which should provoke the joint elaboration of solutions in the areas of curriculum and organisation.

1.4.4.3 Education and language games to motivate mutual acceptance

The process of integrating teacher training with parents' participation in the routine work of the pre-school establishment has found support in the pedagogical material produced in various experimental projects.

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The "didactic unit : migrant workers' children" developed in a pilot project in Rhineland-Palatinate and Hessen with the German Youth Institute, Munich, is one such scheme. It attempts to ease migrant children's integration into the German kindergarten and also to recognise and take into account the migrant's social and cultural autonomy. The target groups for the education process are migrant as well as German children, and the staff as well as the parents of both groups. It contains an introduction to the pedagogical aims, proposes good occasions when to apply the unit, and recommends particular activities, projects and games.

Other material is specifically concerned with the learning of the host language. Though emphasis is put on the acquisition of language, these games also aim at the integration of the migrant child into the play groups. One such example is Margarete Jenke's "Games to learn German". They are circle and movement games which require simple communication especially amongst the children themselves.

Importance must be attached to the fact that these pedagogical games are not isolated incidents, for which the foreign child is taken out of his group for remedial instruction, but, on the contrary, closely built into the daily life of the school with the specific objective of reaching native and foreign children together, of provoking personal exchanges, and of drawing upon the personal experience of all participants.

1.4.4.4 Research

The integrative method underlying the concept with regard to teacher training, school practice, and parents' participation is also applied to a few research activities in model experiments.

Generally, information about research projects and their results is not easy to integrate into kindergarten practice. The same is true with regard to an immediate feed-back from applied research to further research. Action-oriented research partially bridges the gap between both. This process might be of special importance for a subject like the education of migrants. As he is in direct contact with the migrant population, his views, action and interpretation being directly questioned by them, the researcher should be forced to question his own mono-cultural tools of perception.

1.4.5 Experiments

One such integrated project has aroused considerable interest: the Opladen project.

1.4.5.1 Model Opladen: a co-ordinated overall plan for the integration of migrants into a community

Opladen is a medium sized town of about 50,000 inhabitants. In the attempt to develop and implement an overall concept for the integration of its foreign residents, Opladen has engaged all services and agencies concerned with migrants and

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and representatives of the foreign population in a joint, co-ordinated effort. Special reference was given, from the outset, to work with migrants' children and secondly, to all problems linked with the migrant's employment.

The size of the town and its migrant population are small. The number of migrant children involved in the project was approximately 50. Nevertheless, the difficulties encountered were not in relation to size:

1. German parents had strong reservations about the project;

2. it was difficult to convince migrant parents that their children would benefit from attending kindergarten (kindergarten hours were not the same as parents' working hours, to begin with);

3. migrant parents were also suspicious about the danger of "germanisation" in the educational activities;

4. completely new programmes and work material had to be developed.

These difficulties have not been totally overcome; they have led to a constant re-thinking of the different activities in the Co-ordinating Group for Migrant Affairs ("Koordinierungskreis"), and to the development of new activities. The following events, therefore, may be seen as the main elements of the "total concept" of the Opladen Model, in which pre-school education has a priority place among the integration activities.

1. The project itself stemmed from a definite political will: "If the town is to take its foreign labour force seriously, it must ensure that its foreign residents have access to their proportional share of the municipal amenities", (p.9).

2. Setting-up of a Co-ordination Group - (the basic concept of the project was elaborated by the Group itself) and political processing of the Group's concept.

3. Recognition of migrant taxpayers' right to proportional share of amenities, eg. 9.5% of available pre-school places (public and private).

4. Introducing special information activities with regard to migrants and the general public: migrant affairs' bulletins, local press coverage, special programmes on local radio and television, repeated circulars to parents.

5. Organising a contact-office in the community, initiating new services, eg. the "habitat office".

6. Extra-curricular working groups or groups assisting pupils (which, contrary to the initial assumption, are more effective as multi-lingual rather than mono-lingual groups).

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7. Initiatives by the Co-ordinating Group to influence legislation and administrative regulations and procedures.

1.4.5.2 Bilingual and "national" pre-school projects

Where co-ordinated programmes are not yet possible or are not intended, initiative groups have set up experimental establishments.

One of the "topical" questions has been whether the establishment should be "national", eg. homogeneous in nationality, or "bilingual". The latter form is being experimented by the Bavarian Ministry and the State Institute for Early Childhood Education, and in model establishments in Berlin.

Three main questions must be asked in relation to both forms:

1. The concentration on, or trend towards, one (foreign) language: does it solve problems in subsequent schooling?

2. The emphasis put on safeguarding a cultural background different from the immediate environment: does it serve an integration function?

3. The need of regional concentration of pupils: does it not interrupt the relationships between the home, school, and the immediate surrounding community?

1.4.5.3 Multi-national and multi-cultural establishments

Taking into account the present mult-national situation in most communities where migrants live and analysing the main achievements or shortcomings of the various experiments in the Federal Republic of Germany, the authors conclude that multi-national establishments are best prepared to accomplish the objective of truly integrating migrant children into the multi-national environment in which they live.

Experience with multi-national establishments is, however, limited, as their foundation is the action of initiative groups and their up-keep depends mainly on private donations.

The existing multi-national establishments attempt to develop a process of multi-cultural education by recruting foreign personnel.

The staff of the "Kölner Kinderkästchen" includes a Spanish teacher.

The staff of the "Multi-national Industrial Kindergarten in West-Berlin" consists of three teachers (Yugoslavian, Chilean, German) and three non-pedagogical members (one Turk and two Germans). It is hoped to develop its multi-national approach through close co-operation between staff and parents.

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1.4.6 Material prerequisites for change

Budgetary demands on behalf of the improvement of migrants' pre-school education are inevitably connected with: a better, broader, and "deeper" training and in-service preparation of the staff; the reduction of group size; and the availability of additional staff for more individual contacts. More freedom to make unconventional use of premises and equipment is reported to be of great help. The need for more space is a simple demand, but is of great pedagogic significance.

II.2 Main problem areas

The presence of migrants in schools has raised questions which go far beyond the early teaching of, and in, a foreign language. They involve problems which were expressed in a similar way when "the link between pre-school and primary education" was discussed and when "the compensatory role of pre-school education" was studied. These problems were:

1. the pedagogical question: which education is the right one for children of 2 - 12 years of age?

2. what are the needs of the majority of children of pre-school and primary school age and do schools serve these needs?

Education in western European societies and the responsibility of these societies for it are the real questions. Some educationists have realised that piecemeal changes cannot bring about the educational opportunities for all which are necessary for any democratic society. But, for the time being the less favourable economic situation may be blamed for precluding any more fundamental changes.

In all four national studies it has, nevertheless been made clear that in dealing with pre-school education for migrant children it will be necessary to start from the socialisation process of the migrant child and its specific problems. Only the conclusions of the reports differ slightly.

The German study emphasises the need to draw conclusions from this background for the organisation of the actual pre-school situation which must provide the necessary additional teacher training and parents' involvement. The Netherlands have appointed foreign pupil regional advisers to assist heads and school boards of nursery and primary schools. Sweden has started to provide for the implementation of the right of each migrant child to receive part of his education in his "home language". The author of the French study views migrant education as a good starting point for the re-definition of the objectives of education and of the development of teaching methods which can serve this objective.

In view of the above it was considered that an initial lecture on the overwhelming problem of:

"Social and psychological factors related to migration and their implications for the education of children of pre-school age";

could be of general interest to all participants at the Berlin Symposium. This lecture and discussion will be followed by a panel discussion animated by representatives of sending countries on:

"The implications for pre-school education of the socio-psychological determinants of migrants' children's development from the point of view of the sending countries".

One might therefore consider that the following further problem areas were pinpointed in the four studies as suitable subjects for the working theme at the Berlin Symposium:

1. Knowledge about the factors which constitute the situation of pre-school age migrant children and its dissemination

2. Political objectives as a frame of reference for educational change

3. Operational means which could further integration

3.1 Information channels and means (parents, teachers)

3.2 Practising co-operation between parents, teachers and community services

3.3 Additional help for teachers (training, guidance, preparation time, material)

3.4 Foreign staff

3.5 The curriculum question

3.6 Further contributions by the sending countries

3.7 Organisational means

3.8 Dissemination of research

3.9 The public and the mass media

4. International issues.